

## Message Text

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ORIGIN NEA-12

INFO OCT-01 AF-10 ARA-16 EA-11 EUR-25 NEA-10 RSC-01 ADP-00

SSO-00 NSCE-00 USIE-00 INRE-00 CIAE-00 DODE-00 PM-07

H-03 INR-10 L-03 NSAE-00 NSC-10 PA-03 PRS-01 SS-15

CAB-09 COME-00 EB-11 FAA-00 IO-13 /159 R

DRAFTED BY NEA/IAI:HHSTACKHOUSE:KHA

8/24/73:EXT 20840

APPROVED BY S/S - MR. GAMMON

NEA - MR. DAVIES

D - MR. SAMUELS

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O R 242341Z AUG 73

FM SECSTATE WASHDC

TO AMEMBASSY TEL AVIV IMMEDIATE

INFO AMEMBASSY ROME

AMEMBASSY BEIRUT

USINT CAIRO

AMEMBASSY AMMAN

AMCONSUL JERUSALEM USUN NEW YORK

C O N F I D E N T I A L STATE 169576

E.O. 11652: GDS

TAGS: PFOR, ETRN, IS

SUBJECT: ICAO ROME CONFERENCE: ISRAELI VIEWS

SUMMARY. AMB DINITZ EXPRESSED CONCERN TO ACTING SECRETARY  
AUG 24 THAT ROME ICAO ASSEMBLY WILL ACT TO EXCLUDE ISRAEL  
FROM ICAO OR TAKE OTHER MEASURES TO RESTRICT ITS PARTICI-  
PATION. IN PREFATORY REMARKS HE SAID HE WOULD DEVELOP ON  
LATER OCCASION DINITZ SAID THERE DEVELOPING IN PUBLIC  
MIND IMPRESSION OF DETERIORATION IN US-ISRAEL RELATIONS.  
ACTING SECRETARY SAID HE SAW NO WEDGE BETWEEN US; WE  
CERTAINLY DID NOT INTEND TO LET SUCH SITUATION DEVELOP.  
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HE ASSURED DINITZ WE WOULD DO OUR UTMOST IN ROME, WORKING  
STRENUOUSLY TO PREVENT EITHER EXCLUSION OR IMPOSITION  
LESSER SANCTIONS AGAINST ISRAEL. END SUMMARY

1. ISRAELI AMBASSADOR DINITZ, ACCOMPANIED BY MINISTER SHALEV AND COUNSELOR RAVIV, CALLED ON ACTING SECRETARY RUSH AUGUST 24 TO SET FORTH ISRAELI CONCERNS RE UPCOMING ICAO CONFERENCE. DEPASSTSEC DAVIES AND COUNTRY DIRECTOR STACKHOUSE ALSO PRESENT.

2. DINITZ SAID HE APPRECIATED THIS OPPORTUNITY TO MEET WITH ACTING SECRETARY ON SHORT NOTICE. UPCOMING ROME MEETING, HOWEVER, WOULD DEAL WITH VERY URGENT AND HIGHLY IMPORTANT MATTER TO ISRAEL. IT FOLLOWED SC AND MONTREAL

ICAO MEETINGS WHICH, AS ISRAEL HAD FORESEEN, HAD CREATED DIFFICULTIES FOR ROME MEETING. DINITZ HAD DISCUSSED THESE FOREBODINGS WITH ASSTSEC SISCO AUGUST 15. ISRAEL KNEW THAT WHEN THIS MATTER CAME TO MONTREAL ICAO AND NOW ROME ICAO MEETING, DIFFICULTY IN THOSE BODIES WOULD BE INCREASED BECAUSE U.S. HAD NO VETO THERE AND LESS ABILITY TO MANAGE MATTERS. DINITZ DEPLORED LANGUAGE OF SC AND MONTREAL DECISIONS AND COMMENTED THAT EVEN IF U.S. BELIEVED ISRAEL DESERVED CONDEMNATION, HE DOUBTED WHETHER IT WAS NECESSARY TO INDICATE THAT FURTHER MEASURES SHOULD BE TAKEN. BUT, DINITZ SAID, HE HAD NOT COME TO GO OVER OLD GROUND; LET BYGONES BE BYGONES. REFERRING TO HIS EARLIER TALKS WITH SISCO, HE KNEW SISCO AND USG HAD DONE BEST.

3. NOW, DINITZ CONTINUED, AS IF WHAT HAD HAPPENED BEFORE NOT BAD ENOUGH, ISRAEL HAD TO FACE GRAVE SITUATION IN ROME. ISRAEL DID NOT FEEL THAT IT WAS RIGHT THAT IT SHOULD BE UNILATERALLY CONDEMNED. IT WAS TRUE THAT ISRAEL HAD TAKEN EXTREME MEASURES IN FACE OF EXTREMISM. BUT IT SHOULD BE REMEMBERED THAT IT WAS NOT ISRAEL THAT HAD INITIATED THESE ACTIONS; IT WAS REACTING TO THEM. ISRAEL AND U.S. WERE ONLY TWO COUNTRIES FIGHTING TERRORISM NOW. IT WAS ARAB, COMMUNIST AND NON-ALIGNED COUNTRIES THAT WERE FRUSTRATING THESE EFFORTS. DINITZ NOTED THAT VERY TIME ISRAEL WAS BEING CONDEMNED, INTERNATIONAL COMMITTEE ESTABLISHED TO TAKE STEPS AGAINST TERRORISM WAS BEING DISSOLVED. CONFIDENTIAL

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DINITZ WOULD SPEAK FRANKLY TO ACTING SECRETARY. THERE WAS IN PUBLIC MIND THESE DAYS FEELING THAT THERE WAS DETERIORATION RELATIONS BETWEEN U.S. AND ISRAEL. DINITZ WANTED TO DISCUSS THIS FURTHER WITH ACTING SECRETARY IN FUTURE. OBVIOUSLY, BOTH ISRAEL AND U.S. WANTED TO AVOID ANYTHING OF THIS KIND. BUT FACT WAS VOTES OF U.S. IN SC AND AT MONTREAL HAD CONTRIBUTED TO FEELING IN PUBLIC MIND THERE ELEMENTS DETERIORATION IN OUR RELATIONS.

4. ROME ASSEMBLY, DINITZ WENT ON, COULD BY TWO-THIRDS MAJORITY ADOPT MEASURES THAT WERE NOT MERELY ANNOYING TO ISRAELI AIR COMMUNICATIONS, BUT HARMFUL TO THEM. HE NEED NOT TELL ACTING SECRETARY HOW IMPORTANT AIR COMMUNICATIONS

WERE TO ISRAEL. ANY IMPOSITION OF SANCTIONS, ANY EXCLUSION, ANY WITHHOLDING OF INFORMATION OF WHATEVER NATURE BY ICAO WOULD BE EXTREMELY GRAVE FOR ISRAEL- DINITZ WAS PROCEEDING ON ASSUMPTION U.S. WOULD OBJECT TO SUCH MEASURES OR SANCTIONS. BUT UNFORTUNATELY THIS WAS NOT ENOUGH, UNLESS U.S. ALSO UNDERTOOK MAJOR EFFORT TO MOBILIZE BLOCKING THIRD. IT WAS THESE CONSIDERATIONS AND CONCERNS THAT LAY BEHIND DINITZ REQUEST BE RECEIVED BY ACTING SECRETARY.

5. ACTING SECRETARY SAID HE DID NOT BELIEVE ANY WEDGE WAS BEING DRIVEN BETWEEN OUR TWO COUNTRIES. WE DID NOT INTEND TO HAVE SUCH A SITUATION DEVELOP. WE WERE NOW WORKING ON OUR POSITION FOR ROME MEETING AND COULD ASSURE DINITZ THAT WE WERE WORKING STRENUOUSLY TO PREVENT EITHER SANCTIONS AGAINST ISRAEL OR OTHER MEASURES RESTRICTING ISRAEL'S ICAO MEMBERSHIP. IT WAS LONG STANDING U.S. POSITION SUCH MEASURES ILLEGAL. ACTING SECRETARY ASKED DAVIES IF HE WANTED ADD ANYTHING.

6. DAVIES SAID WE WERE WORKING HARD TO PREPARE OUR POSITION FOR ROME MEETING. WE CONSIDERED ISSUE OF ACTION AGAINST ISRAEL PRESENTED MOST UNFORTUNATE COMPLICATION TO OUR ACHIEVING OUR PRINCIPAL OBJECTIVE FOR ROME MEETING. WHILE TWO-THIRDS EXCLUSION VOTE AGAINST ISRAEL POSSIBLE IN ROME ASSEMBLY, WE THOUGHT IT UNLIKELY. WE BELIEVED THAT MANY OTHER COUNTRIES WOULD SEE ULTIMATE RISK THEIR OWN CONFIDENTIAL

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INTERESTS IN APPROVAL SUCH DRASTIC ACTION. WE THOUGHT WE COULD PREVENT THIS. ACTION TO BAR ISRAEL FROM CERTAIN ICAO ACTIVITIES, ACTION WHICH WOULD NOT INTERFERE WITH BASIC ICAO CHARTER, WAS POSSIBLE. WE WOULD BE DOING OUR UTMOST TO PREVENT THIS FROM HAPPENING. DAVIES RECALLED THAT IN MONTREAL WE HAD WORKED SUCCESSFULLY TO IMPROVE LANGUAGE OF RESOLUTION, EVEN THOUGH IT BROUGHT US AT ONE POINT INTO CONFRONTATION WITH LEBANESE. WE WOULD BE WORKING HARD AS WELL TO ASSURE THAT IN WHAT EMERGES FROM ROME MEETING ISRAEL'S INTERESTS ARE SAFEGUARDED.

7. DINITZ EXPRESSED APPRECIATION FOR OUR EFFORTS IN MONTREAL, THOUGH HE NOTED LEBANESE HAD SUCCEEDED IN KEEPING SOME OBJECTIONABLE LANGUAGE IN. STICKS AND STONES, DINITZ SAID, (ALLUDING LACK OF TEETH IN SC AND ICAO COUNCIL RESES AND TO POSSIBILITY OF SANCTIONS AT ROME) COULD BREAK ONE'S BONES, HOWEVER. HE HAD TO SAY THAT ISRAEL REGARDED IT AS DEEPLY IMMORAL AND UNJUST WHEN THOSE SUPPORTING TERRORISM SAT IN JUDGMENT OF COUNTRY FIGHTING IT. DINITZ EXPRESSED APPRECIATION OF FACT USG WOULD BE WORKING HARD NOT ONLY AGAINST EXCLUSION BUT AGAINST OTHER RESTRICTIONS ON ISRAEL'S ICAO MEMBERSHIP.

8. ACTING SECRETARY CLOSED ASSURING DINITZ OUR UNDER-  
STANDING OF HOW IMPORTANT CIVIL AVIATION WAS TO ISRAEL AND  
OF OUR RESOLVE TO WORK STRENUOUSLY AGAINST ANY MEASURES  
LIMITING ISRAEL'S ICAO MEMBERSHIP. RUSH

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